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THEORETICAL FOUNDATIONS OF ORGANIZATIONAL AND FUNCTIONAL STRUCTURE OF LOCAL SELF-GOVERNMENT BODIES IN UKRAINE

The notion of organizational and functional structure of local government. The basic principles of structural elements of local government. The article reviews and analyzes the main theoretical approaches of modern ideas on the concept of organizational and functional management structure set out the main features of the organizational and functional management structure. The activities of local self-government bodies are related to law-making processes in the state, the solution of the daily problems of citizens, issues of national security of the state and other issues.

Key words: local government, organizational and functional structure, system, functions, principles.

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ТЕОРЕТИЧНІ ЗАСАДИ ОРГАНІЗАЦІЙНО-ФУНКЦІОНАЛЬНОЇ СТРУКТУРИ ОРГАНІВ МІСЦЕВОГО САМОВРЯДУВАННЯ УКРАЇНИ

Існування місцевого самоврядування в Україні на даний час виступає важливим фактором демократизації суспільного життя, децентралізації управління та необхідною передумовою становлення громадянського суспільства, наближення влади до її джерела – народу. За період адміністративно-територіальної реформи органи місцевого самоврядування в Україні отримали досить значні функції і повноваження, які дають змогу за умови наявності ресурсів самостійно виконувати завдання місцевого розвитку. Але місцеве самоврядування має нести основний тягар відповідальності за реалізацію програм соціально-економічного та культурного розвитку і надання громадських послуг. Це вимагає від органів місцевого самоврядування шукати нових підходів до організації своєї роботи в умовах нестабільності та реформ, запроваджувати демократичні форми врядування, що передбачають спільну участь у процесі прийняття рішень органів місцевого самоврядування та представників приватного бізнесу і територіальної громади.

Діяльність органів місцевого самоврядування пов'язана із законотворчими процесами в державі, вирішенням щоденних проблем громадян, питаннями національної безпеки держави та іншими проблемами. Метою даної статті є характеристика організаційно-функціональної структури органів місцевого самоврядування.

Організаційно-функціональна модель органу місцевого самоврядування, побудована за функціональним принципом, виходить з основних груп його повноважень, наприклад, у сфері соціально-економічного і культурного розвитку, планування та обліку; в галузі бюджету, фінансів і цін; щодо управління комунальною власністю; в галузі житлово-комунального господарства, побутового, торговельного обслуговування, громадського харчування, транспорту і зв'язку; у галузі будівництва; у сфері освіти, охорони здоров'я та за іншими напрямками діяльності.

Таким чином, організаційно-функціональна структура органів місцевого самоврядування, яка відповідає стратегічним планам діяльності органів місцевого самоврядування, забезпечує їх ефективну взаємодію з навколишнім середовищем і досягнення поставлених цілей. Для органів місцевого самоврядування можна використовувати комбінацію структур різних типів, але організаційно-функціональна структура повинна відповідати задачам перехідного періоду і сприяти становленню і розвитку в них ринкових відносин.

Ключові слова: місцеве самоврядування, організаційно-функціональна структура, система, функції, принципи.

Постановка проблеми

The existence of local self-government in Ukraine at this time is an important factor in the democratization of public life, decentralization of management and prerequisite of civil society establishment, the approach of the power to its source - the nation. During the period of administrative and territorial reform, local self-government bodies in Ukraine received quite significant functions and powers that allow them to carry out local development tasks on their own, subject to availability of resources. But local self-government should bear the main burden of responsibility for the implementation of socio-economic and cultural

development programs and the provision of public services. This requires from local self-government bodies to look for new approaches to their work in conditions of instability and reforms, to introduce democratic forms of governance that involve joint participation in decision-making processes of local self-government bodies and representatives of private business and the local community.

Аналіз останніх досліджень і публікацій

The activities of local self-government bodies are related to law-making processes in the state, the solution of the daily problems

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of citizens, issues of national security of the state and other issues. The issue of improving the organizational and functional structure of local self-government bodies is devoted in many scientific works. Researchers such as M. Klepatskyi, R. Kobets, V. Komov, D. Koltsova V. Kravchenko, L. Lanoviuk, V. Lisovyk, A. Matvienko, O. Molodtsov, M. Pidmohylnyi, M. Pittsyk and others are actively involved in the development of this problem in Ukraine, but ways to improve the efficiency of local self-government activities, including foreign experience - A. Hoshko, V. Dzuindzuik, V. Korzhenko V. Luhovyi, V. Mamonova, N. MeltuiKhova, N. Myronova, Yu. Cherntskui, Yu Sharov and others. Purpose of this article is a description of the organizational and functional structure of local self-government bodies.

Виклад
основного
матеріалу

Organizational structure of management – it is the relationship between units and positions in the structure of the organization, the delineation of roles, powers and responsibilities between them, as well as the order of the functional relationships that arise between them in the process of fulfilling their duties.

The functions of local self-government are the main factor that determines the structure of local self-government bodies. In each function, certain connections are established, which, together with the content of the function, expressing the nature of managerial influence, determine the methods of the activities of local self-government bodies. The functions of local self-government are distributed between the territorial community and local self-government bodies. Therefore, they talk about the functional structure of the system of local self-government bodies. The organizational and functional structure of the system of local self-government is an organized structure in accordance with the system of goals and a functionally linked set of structural elements, which together provide the implementation of the functions of local self-government.

Organizational and functional structure of the system of local self-government bodies characterizes the interaction of elements of the system through the relations of coordination, subordination and reordination. These relationships between system elements, as a rule, change in accordance with changes in the environment in which the system operates, and changes in the objects of management themselves. The system of local self-government is built on the implementation of the goals. The latter should be coordinated with the objectives of the region. Actually, for these purposes it determines necessary functions and distributes between different types of public authorities (Melnyk, 2005).

The functions of local self-government are the main factor that determines the structure of local self-government bodies. But in each function there are certain connections that, together with the content of the function, expressing the nature of managerial influence, determine the methods of activity of local government bodies. That is, the functions of local self-government are distributed between the territorial community and local self-government bodies. The separation of functions, based on the principle of subsidiarity, between state bodies and local self-government bodies is a prerequisite for the establishment of an effective management system.

Since organizational and functional structures are interconnected, they usually, analyzing, speak about the organizational and functional structure of the system of local self-government in general (Melnyk, 2005).

Through a set of functional systems, complex activities of local self-government is carried out. These systems are dynamic and self-regulated and contain various elements of the system to ensure the implementation of the functions of local self-government, with the same elements of the system may belong to different functional systems to provide specific results of their activities. Functional systems cover different aspects of the territorial community life. Some of them may be evolutionary deterministic, and some may consist in the formation of some kind of social needs and in accordance with the need for their satisfaction. Thus, under the organizational and functional structure of the system of local self-government bodies, we will understand in a certain way the organized and interconnected functionally interconnected set of local government bodies. These forms of interconnections are determined by political, socio-economic and socio-cultural factors.

The organizational and functional system of local self-government is an agreed integrative interaction horizontally and vertically of different functional systems. Violation of this integration leads to destabilization of the system of local self-government and its destruction. Each system is to some extent an open system due to constant communication with the peripheral organs, has a certain information set that generates managerial decisions directed at its functions. Moreover, the input pulses can be from various other organs. The activity of such systems depends on the quantity and quality of direct and reverse information. The first leads to a certain action, the second informs about the result of this action (Malinowski, 2000).

Systems that have specific features have a certain degree of independence from other such systems and different connections within the system. Accordingly, they have a tendency to self-regulation. This means that if a component of this system fails, it can correct the actions of other elements, correlating their functioning. In the local self-government system, the interaction of different functional systems is based on the principle of their hierarchy, which means that in each time interval the activities of the local self-government system is determined by the dominant functional system at this time, in relation to which all other functional systems are built up, depending on the significance.

Organizational and functional principles of the activities of local self-government bodies are defined as the peculiarities of the structural and organizational structure of local self-government bodies, as well as the specifics of the functioning of the whole system of local self-government bodies. That is, the principles related to the organization of the functional structure of the system of local self-government bodies are included in the group of structural and functional type: differentiation and fixation of functions in the form of legal norms by consolidating administrative functions within the competence of local self-government bodies; compatibility, which presupposes the homogeneity of managerial functions within the competence of one body, as well as the compatibility of functions of this body with the functions of other bodies within the subsystem or organizational structure of

local self-government in general; concentration, that is, the provision to a certain body of such functions and appropriate resources that would ensure that this body exercises organizational and regulatory activities in relation to the objects of management; combination, aimed at eliminating duplication and the parallelism of managerial functions coming from different management entities of the organization; compliance of administrative actions with real needs and requests of objects of management (Tsvetkov, 2008).

When describing the organizational and functional structure of local self-government bodies there are descriptions of two types of systems - mechanistic and organic. The mechanistic type includes structures based on the deep and detailed regulation of job requirements, the rights and duties of employees to perform certain tasks that are part of a more general task of the organization. In the case of a mechanistic model in a system of local self-government that functions effectively, one can consider a unit that accurately fulfills all provisions of the instructions that ultimately guarantee the minimum number of staff and management costs. Nevertheless, mechanistic models prefer stable and deterministic conditions that are not always appropriate to local self-government.

In the structures of the organic type, the definition of the composition of certain tasks and their division by subdivisions and performers are carried out in the very first approximation. Of particular importance is the correct formulation of the problem and the formulation of the final results, indicating its solution. In this approach, the achievement of the final results should be considered as the main criterion for the effectiveness of the activities of officials and employees of local self-government. At the same time, initiatives are being encouraged to put forward new tasks, to find and establish ways to solve them. In the bodies of local self-government, built on the basis of these principles, in contrast to the mechanistic type structures, horizontal flows of information dominate that mostly have problem-oriented character. They carry out various kinds of coordination, cooperation of employees of the local self-government body to solve complex tasks for providing the necessary services to the territorial community. For such bodies, the use of program-target forms of management and matrix structures is typical. The degree of regulation of the activities of performers at the same time is low. The role of officials is to create conditions for the most productive work of employees of subordinate units in the interfacial coordination of the work performed, rather than in the consideration of numerous current problems, the adoption of local decisions and direct permanent guidance of all performers (Seryogin, 2012).

Organic models prefer more uncertain and dynamic conditions. Local self-government bodies may include management subsystems built both on a mechanistic concept and on an organic one. Thus, it is appropriate to consider organic type of structure of the local self-government body, which is characterized by the personal responsibility of each employee or specialist for the overall result. He rejects the need for a detailed division of labor on the authority and forms such relations between the participants in the management process, which are dictated not by the structure, but by the nature of the problem being solved. The main feature of such structures is their inability to relatively easily change their

form, adapt themselves to new conditions, and integrate into the system of territorial administration organically.

Organic type, in contrast to the mechanistic, is a decentralized management organization characterized by a refusal to formalize and bureaucratization of processes and relationships; reduction the number of hierarchical levels; high level of horizontal integration between staff; the orientation of the culture of mutual relations on co-operation, mutual awareness and self-discipline. Varieties of organic structure type are design, matrix, program-target, brigade forms of management organization. Project structures are formed in the course of developing a local self-government project, which refers to any processes of purposeful changes in the system, for example, modernization of water supply system, the development of new services or technologies, construction of facilities. Project management includes the definition of its objectives, the formation of the structure, planning and organization of work, coordination of the activities of the performers.

In order to facilitate the implementation of coordination tasks in local self-government bodies, it is advisable to create project management headquarters or use matrix structures. The matrix structure is a structure with two lines of subordination, two lines of budget authority and two sources of performance and reward for results. The matrix structure is based on the principle of dual submission of performers: on the one hand, directly to the head of the functional service, which provides staff and technical assistance to the process manager, on the other - the process (project) manager, which has necessary powers to implement process-oriented service accordingly to planned deadlines, available resources and the required level of quality (Kolodiy, 2013).

The transition to matrix structures usually does not cover the whole body of local self-government, but only part of it. At the same time, his success largely depends on the level at which managers have professional qualities and can be leaders. Program-target method, project, and matrix structures are especially effective where, together with new forms, new economic relationships are introduced between the local self-government body and enterprises of different ownership forms in a certain territory, which increases their interest in achieving the objectives of programs and projects. This connection is clearly traced in the analysis of the use of this type of organic type of structures, called the brigade.

The benefits of this form include accelerating all processes related to the updating of the administrative and public service delivery system and their technology, increasing the quality of service requirements for members of the community and the timing of tasks. In response to these new conditions, constituents of local self-government bodies begin the process of dividing and reducing the size of their primary units. Exactly at this time there are quite wide opportunities for using such an approach in the field of housing and communal services. It is necessary to form brigades characterized by organizational autonomy and independence, fully responsible for the results of their activities. The principles on which they are built destroy the foundations of the command and control structures of the autonomous work of the brigade and provide independent decision-making and coordination of horizontal activities, as well as the replacement of bureaucratic flexible bonds

and flexible involvement, for the development and solving of employees' tasks from other units of the communal enterprise or even a local self-government body.

Thus, the organizational and functional structure of the local self-government body combines the knowledge and ability of experts and highly skilled employees to develop solutions for territorial development. In addition, there are wide opportunities for local self-government officials. Personnel with decision-making powers can implement and control them. Decision-making is accelerated because there is no need to harmonize with other local self-government officials (Kornienko, 2007).

The organizational and functional model of the local self-government body, built on the functional principle, comes from the main groups of its powers, for example, in the field of socio-economic and cultural development, planning and accounting; in the area of budget, finance and prices; on communal property management; in the area of housing and communal services, household, trade services, catering, transport and communications; in the field of construction; in the field of education, health care and other areas of activities.

Thus, the organizational and functional structure of local self-government bodies, which corresponds to the strategic plans of the activities of local self-government bodies, ensures their effective interaction with the environment and achievement of the set goals. For local self-government bodies, a combination of structures of different types can be used, but the organizational and functional structure should correspond to the tasks of the transition period and facilitate the formation and development of market relations in them.

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